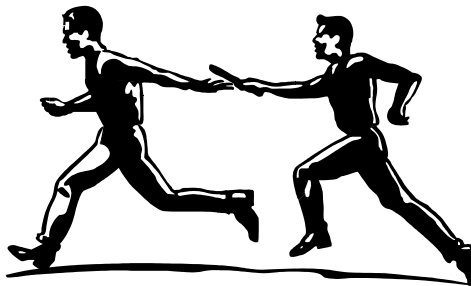


GOVERNOR'S ONE ON ONE

MENTORING PROGRAM



**DEPARTMENT OF JUVENILE
JUSTICE AND DELINQUENCY
PREVENTION**

ANNUAL REPORT (fy 2001-2002)

Governor's One on One Program

Evaluation Report 2002

I. Introduction

The Governor's One on One Program initiated in 1982 continues to serve "court involved" and "at risk" youth across North Carolina. In response to The North Carolina General Assembly request for an annual evaluation of the program, the following is created based on data collected throughout the 2001-2002 fiscal year.

In 2002 the Department of Juvenile Justice and Delinquency Prevention provided funding for 54 local Governor's One on One Programs. The Department provided oversight, technical assistance, training and programmatic monitoring through a state director's office assigned to the Special Initiatives Division of the department.

This report examines the effectiveness of the Governor's One on One Program by addressing five basic questions: Is the program serving the right youth? Is the program delivering the services it was designed to provide? Does the program show measurable positive impact on delinquent and undisciplined behavior? What impact has the program had on training school commitments? What is the cost/benefit of this program?

A. Section 1. *Is the Program serving the right youth?*

In 2002, **76.5%** of program admissions were **referred** from either juvenile court or local law enforcement. The Governor's One on One Program requires that programs target delinquent and undisciplined youth. The program **expectation is** that **60%** of the youth served will be referred from either DJJDP Professionals to include Court referrals or Local Law Enforcement. Admissions for the past five years are summarized in Table I.

TABLE I
Program Admissions

Year	Total Admissions	DJJDP (&Court) Referrals	Law Enforcement Referrals	DJJDP & Law Enforcement Referrals	% of all admissions DJJDP or Law Enforcement
97-98	756	352	282	634	83.4*
98-99	695	334	270	604	86.9*
1999	596	289	219	508	85.2*
00-01	718	354	251	605	84.3*
01-02	730	315	244	559	76.5*
Total	3,607	1,844	1,277	3,121	83.2

* Percentages based on former 90% referral standard which is now **60% of referrals from DJJDP or Law Enforcement.**

Table I shows that just over 83% of all admissions to the Governor's One on One Program during the past five years have resulted from referrals made by either DJJDP Professionals to include juvenile court or by local law enforcement agencies. The prime target population for this program is clearly being served.

B. Section 2. Are programs delivering the services that were intended?

The Governor's One on One Program is a statewide initiative that began in 1982 to promote development of local adult volunteer programs. Programs are intended to recruit and train adult volunteers to work one on one with young people from their community. Services are aimed at those young people who are experiencing problem behaviors that make them high-risk for juvenile court involvement. The intent is for the adult to become a friend and positive role model for the young person with whom they are matched. Each volunteer is required to spend 4 hours a week for a full year with his or her youth. By developing these special relationships, the volunteers are expected to help the youth channel energy in more constructive ways, develop better attitudes toward school, improve their social interaction skills, and demonstrate a more positive self-concept. The underlying assumption is that if those things occur the children served in this program will show measurable improvement in certain specific behaviors that will result in fewer problems in school, less juvenile crime and a reduction in training school commitments.

In 2002 there were 54 local Governor's One on One Programs serving 58 counties. There are several funding levels for these programs based on locally identified need and availability of funds from the Department of Juvenile Justice and Delinquency Prevention. The current formula allows a full-time program to receive up to \$30,000 per year in Governor's One on One funding. Programs receiving, "full" grants are required to employ a full-time volunteer coordinator and a part-time clerical position. Any staff expenses greater than \$30,000 and all other budget requirements are the responsibility of the local program sponsor. Based upon local need and the availability of state funds programs, over the years, have been awarded in increments of the "full-time" amount. Current funding levels include:

- 22 Full-time programs qualified for up to \$30,000 from the State
These programs are required to maintain an average caseload of 20 to 25 active matches and to recruit at least 15 new volunteers each year.
- 22 Half-time programs qualified for up to \$15,000 from the State
These programs are required to maintain an average caseload of 10 to 15 active matches and to recruit at least 8 new volunteers each year.
- 3 Double-time programs qualified for up to \$60,000 from the State
These programs are required to maintain an average caseload of 40 to 50 active matches and to recruit at least 30 new volunteers each year.
- 7 Other programs qualifying for amounts equal to 3/4's of a full-time position up to 2&1/2 full-time positions

The caseload and new volunteer requirement for each of these programs is specified in each individual grant and reflects the prorated level of a "full" program.

Total DJJDP funds contracted to local Governor's One on One Programs in 2002 (State FY 2001-02) was \$1,492,500.00. A total of 58 counties had fully operational programs during the year. Working with statewide aggregate data on services delivered in these 58 counties, it is possible to average the above information to determine the overall compliance with program expectations. Pulling out the operating funds for the full time programs the total DJJDP funds provided for the 54 contracted programs equals \$1,065,000.00. Dividing the amount given to full time and above programs by \$30,000.00 yields 35 full-time equivalent (FTE) programs. Using that full-time

equivalent as an overall average, the services delivered can be summarized and compared to expectations of actual average case loads and new match requirements:

Minimum expected caseload would equal $20 \times 35 = 595$

Actual total on June 30th was 1259 for an average of 35.9 youth per program

New matches expected would equal $15 \times 35 = 525$

Actual new matches for the year were 730 for an average of 20.8 youth per program

These measures of program service delivery indicate that the programs were meeting high expectations in terms of average caseload, number of new matches and overall number of youth served. Another measure of program service delivery is the frequency of contact between the volunteers and youth. The program expectation is that weekly contact will be maintained and that matches will last for at least one year. Last year the youth who completed the program were involved for an average length of stay of 394 days. The average days of contact service were 67 per youth or once every 5 days.

Section 3. Are the programs changing the behavior of the youth they serve?

Governor's One on One Programs are showing a substantial reduction in the referrals to juvenile court and in out of school suspension.

The management information system requires the documentation of changes in certain specific behaviors for all youth served by the programs. Those measured behaviors include referrals to juvenile court and out of school suspensions. The programs record the number of court referrals and out of school suspensions for each youth during the 12-month period prior to admission and compare that to the number of instances of these behaviors recorded while they are involved in the program. The aggregate totals for these impact measures for the past reporting periods are summarized in Table II.

TABLE II IMPACT MEASURES

Court Referrals

YEAR	Before Program	During Program	% Reduction
97-98	571	101	82%
98-99	478	80	83%
99-00	449	67	85%
00-01	439	43	90%
01-02	438	70	84%

Out of School Suspension

YEAR	Before Program	During Program	% Reduction
97-98	592	271	54%
98-99	586	250	57%
99-00	541	163	54%
00-01	496	163	67%
01-02	667	163	75%

The high percentage of reductions in court referrals and out of school suspensions demonstrates that the programs are having positive impacts on behaviors these programs were designed to affect.

C. Section 4. What was the outcome?

Since SFY1992-93 court referred youth who were served by an adult volunteer through the Governor's One on One Program were significantly less likely to be committed to training school than was the case for all court involved youth in the state. Less than 2% of all youth served by this program and only 2.5% of court-involved youth were committed to training school while involved in this program.

The ultimate measure of any public initiative is the degree to which it contributed to achieving its overall public policy goal. For the Governor's One on One Program the goal is to prevent troubled young people from being removed from the community. More specifically, the intended purpose of the program is to eliminate or reduce the likelihood of training school commitment.

The assumption of this program strategy is that, effective intervention with appropriately served high-risk youth will reduce training school commitments for young people receiving those services. To test that assumption, a control group of youth with similar backgrounds and demographic profiles that were not served by the program would be needed in order to make a definitive comparison.

A close approximation of a control group is the total number of delinquent youth seen by juvenile court. Table III looks at court involved youth in North Carolina for a eight year period and compares training school commitments for those with a Governors One on One Volunteer to those who did not have an adult volunteer.

TABLE III						
YEAR	Court Involved No Vol.	Committed To Training School		Crt. Invlv. One on One Youth	Committed To Training School	
92-93	23,545	832	3.5%	414	7	1.7%
93-94	27,470	865	3.1%	380	8	2.1%
94-95	26,858	1,027	3.8%	435	16	3.7%
95-96	28,710	987	3.4%	489	15	3.0%
96-97	28,697	1,119	3.8%	547	15	2.7%
97-98	27,617	1,149	4.1%	352	12	3.4%
98-99	27,971	1,257	4.4%	334	8	2.4%
99-00	29,787	955	3.2%	322	10	3.1
00-01	31,743	731	2.3.	395	11	2.8%
01-02	31,118	512	1.6%	315	6	1.9%
Total	283,462	9,434	3.3%	3,983	98	2.6%

Over the ten time periods examined in Table III, court referred youth who were served by an adult volunteer through the Governor's One on One Program were 42% less likely to be committed to training school than were court involved youth not involved with an adult volunteer. In the most recent year court records show that on average

3.3% of all delinquent youth were committed to training school. During fiscal year 01-02 only 1.9% of the court involved youth released from the Governor's One on One programs were because of new offenses resulting in training school commitment.

D. Section 5. What was the cost? Was it worth it?

The first of these questions is relatively easy, the second is a question that can only be finally answered by policy makers. This section of the evaluation will offer some cost documentation intended to assist in that assessment.

Table IV shows the costs for the Governor's One on One Grants for SFY 2001-2002.

TABLE IV
Annual Cost for the Governor's One on One Grants in SFY 2001-2002

Source of Funds	Expenditures SFY 01-02	% of Expenditures
DJJDP Expenditures	\$1,492,500	43%
Cash & Grants	951,860	35%
<u>Local In-Kind</u>	<u>606,939</u>	<u>22%</u>
Total	\$2,709,299	100%
Average Program Cost	\$46,712 (\$20,086 Cost to the State)	
Youth Served	1,937	
Cost Per Youth	\$2,412 (\$1037 Cost to the State)	

One obvious benefit to the state is that local and in-kind contributions are resulting in almost dollar for dollar return on investment in total resources available to support this initiative. The state receives approximately \$1 of local contribution for every \$1.04 of state money invested in this service.

There is no easy way to accurately document the benefits to the state and to the local communities served by these programs for the reduction in juvenile crime, school disruptions and juvenile court costs that resulted from the behavior changes seen in the juveniles served by this program. As detailed above, each year the juveniles served by an adult volunteer are less likely to be back in trouble. Given the average training school cost per admission of approximately \$53,000 the amount of costs averted over the period covered by Table III comes to nearly \$5M.

Other significant cost/benefits that were documented in Table II included **2,008 fewer unlawful actions resulting in referral to juvenile court**. Resulting in savings to victims for loss of the monetary value of property stolen or damaged and well as the psychological cost of being the victim of a criminal action. Table II also documented almost **1,786 fewer instances of out of school suspension** than had occurred during the previous school year. If each suspension averaged 10 days in length that would result in 17,860 more days in school as a result of the Governor's One on One program and perhaps represents the most valuable contribution to the future of these young people of anything yet mentioned.

Further, as discussed in section 4 above, benefits in reduced commitments appear to be realized for several years after program participation. The combination of reduced delinquent behavior while in the program, improved school performance and the apparent

long term reduction in training school commitments make this program a solid investment of state resources.

E. Summary and Conclusions

This report reviewed the Governor's One on One Program and offered an evaluation based on statistical documentation and narrative summaries addressing five basic questions. The conclusions supported by this analysis are as follows:

1. The Governor's One on One Program does appear to be serving a highly at-risk population of youth who have already begun to display behaviors that make them likely candidates for more serious delinquent activities and for commitment to the department's training school program;
2. The services provided by the local programs and the support activities of the governing boards at the local level are in line with required standards and program expectations;
3. The behavior of the young people while involved in the program has improved dramatically resulting in fewer court referrals and out of school suspensions as compared to the year prior to their involvement in the program;
4. The overall impact of the program shows a 42% reduction in training school commitment as compared to court involved youth who were not served by the program; and
5. The overall financial benefits in terms of the generation of local resources and the relatively low cost per juvenile served are noteworthy. The cost aversion to the state by preventing training school commitments is significant. The probable reduction in crime and school disruption combined with other recognized benefits such as providing positive role models to troubled youth, fostering stable, supportive relationships with caring adults and improving the self-esteem in the youth served, make the Governor's One on One Program a good investment.